

**LEMON GROVE CITY COUNCIL
AGENDA ITEM SUMMARY**

Item No. 2
Mtg. Date August 4, 2015
Dept. Development Services

Item Title: Connect Main Street Project Concept

Staff Contact: Carol Dick, Development Services Director

Recommendation:

1. Review and comment on the proposed concept; and
2. Refer a General Plan Amendment incorporating the concept into the General Plan to the Planning Commission or Community Advisory Commission.

Item Summary:

On January 10, 2014, the City of Lemon Grove received a Notice to Proceed from SANDAG on the Main Street Promenade Extension Planning Project ("Connect Main Street"). On January 21, 2014 the City Council selected citizen volunteers to participate as members of a Working Group. On September 16, 2014, the City Council accepted the proposed vision and goals of the project.

The team (Working Group, City staff and consultant) prepared several alternatives and have selected a refinement of those alternatives for the proposed concept. This agenda item presents this concept for review and comment. If the City Council finds that the concept is acceptable, staff requests that the Council refer a General Plan Amendment to the Planning Commission or a Community Advisory Commission for a public hearing.

The staff report (**Attachment A**) outlines the background of the project, a proposed concept and provides a summary of the next steps.

Fiscal Impact:

None.

Environmental Review:

- | | |
|-------------------------------------------------------------------|---------------------------------------------------------|
| <input checked="" type="checkbox"/> Not subject to review | <input type="checkbox"/> Negative Declaration |
| <input type="checkbox"/> Categorical Exemption, Section [] | <input type="checkbox"/> Mitigated Negative Declaration |

Public Information:

- | | | |
|--------------------------------------------------------------|-----------------------------------------------|-------------------------------------------------------------------|
| <input checked="" type="checkbox"/> None | <input type="checkbox"/> Newsletter article | <input type="checkbox"/> Notice to property owners within 300 ft. |
| <input type="checkbox"/> Notice published in local newspaper | <input type="checkbox"/> Neighborhood meeting | |

Attachments:

- A. Staff Report
- B. Original SANDAG Grant Application Excerpt
- C. Exhibit A – Concept Plans to City Council only. Plans available at City Hall for public review.

LEMON GROVE CITY COUNCIL STAFF REPORT

Item No. 2

Mtg. Date August 4, 2015

Item Title: **Connect Main Street Project Concept**

Staff Contact: Carol Dick, Development Services Director

Discussion:

On January 10, 2014, the City of Lemon Grove received a Notice to Proceed from SANDAG on the Main Street Promenade Extension Planning Project, now known as "Connect Main Street". Connect Main Street is approximately two miles in length and encompasses existing right-of-way, utility easements and physical improvements from the existing Main Street Promenade to the south edge of Lemon Grove.

On January 21, 2014 the City Council selected citizen volunteers to participate as members of a Working Group. The Working Group originally consisted of five members and met over the last year and a half. With the selection of the concept, the Working Group has completed its task and members have stated that they may be available to participate in future hearings. The members are:

- Helen Ofield
- Marie Venable
- James Davis
- Richard Lee Cortopassi
- Roberta Cronquist (resigned 12/12/14)

On February 18, 2014, the City of Lemon Grove selected KTU+A to develop a plan for the Main Street Promenade Extension Project. The consultant, working group and staff (team) have undertaken numerous tasks and have arrived at a point that requires direction from the City Council.

Since the March 2014 kick-off meeting, the team has:

1. Conducted surveys, public workshops and an open house,
2. Generated videos and created a website presence.
3. Commenced Technical Studies dealing with:
 - Base map
 - Utility mapping
 - Real estate data and easements
 - Hazardous materials
 - Biological mapping
 - Cultural relevance
 - Drainage and flooding
 - Traffic counts

Attachment A

4. Analyzed data and interviewed stakeholders to understand opportunities and constraints to development of the linear park.

5. Prepared project alternatives and selected a concept for today's presentation.

The vision and goals were adopted on September 16, 2014 and are consistent with the SANDAG grant (excerpt in **Attachment B**) and are stated below:

Vision

The vision is to create a community corridor that supports active lifestyles and transportation choices by providing a safe, beautiful and sustainable linear parkway that connects people, places and activities for generations to come.

Goals

1. Provide mobility options that support active healthy lifestyles
2. Create a sense of place
3. Enhance the natural environment
4. Improve safety and access for all ages
5. Improve connections between neighborhoods and business
6. Respect property and improve property values.

Concept

The selected alternative for the concept was generated from a series of alternatives and public outreach and measured against the adopted vision and goals. The concept plans are attached and include cross sections for each segment, thematic design districts, and amenities. Major ideas that require consensus from the City Council Members to move forward include street closures, trail concepts (design and location), amenities (particularly lighting) and activities (skate park, pump track, etc.).

Main Street closures occur in two new places:

- Massachusetts Avenue to San Pasqual Street.
- Intersection of Main Street/Buena Vista Avenue/Mt. Vernon to the driveway entrance of the Lemon Grove Masonic Temple.

Main Street Converted to one way traffic:

- Segment from San Miguel/Olive Street/Main Street Intersection to Burnell Avenue.

Driveway closure:

- Massachusetts Trolley Station lower parking lot driveway (right turn only) to Massachusetts Avenue.

Intersection Closure:

- Main Street on the south side of Broadway to Broadway.

Existing Main Street closure to remain:

- Partial segment from 100 feet north of the intersection of San Pasqual Street to approximately 980 feet south of the intersection of Beryl Street.

Attachment A

*Trail Concepts (Sheet B of **Attachment C**)*

- Multi-use trail separated from roadway (soft & firm surfaces).
- Trails contiguous with roadway (firm & hard surfaces).
- Urban trail & bike boulevard (firm & hard surfaces).
- Paths within parks (firm & hard surfaces).

Features and Activities

- Native Gardens (mostly linear edge conditions with interpretive signage)
- Community Gardens (two potential locations)
- Dog Parks (two parks separated to accommodate large or small dogs)
- Skills/Health Park (tot lot, net climb course, rope climb course, parcourse)
- Sporting Park (Skate Park, BMX pump track, rock climbing structure, yoga platform)
- Education Park (ecosystems, historical, cultural)

The proposed concept also includes street amenities such as picnic tables, shade structures, seating, trash receptacles, street and pedestrian lighting. Public art is included throughout and takes form as portals, fence and wall art, historic and natural art pieces and furnishings. Education panels, similar to the existing Promenade, are also included and focus on mile- and date-markers, interpretive panels and kiosks.

Landscape plantings will be drought tolerant and low maintenance. The creek will be restored and stabilized, especially the segment from Massachusetts Avenue southward. Trails will accommodate emergency vehicles while visually appearing to serve only pedestrian or bicycle traffic. Benches will be designed to discourage sleeping. Potential noise-producing activities are strategically located to reduce noise impacts as much as possible to surrounding residences.

The Broadway and Main Street intersection was of particular interest to local businesses interests. Although the closure of this intersection was approved in concept as a part of a Downtown Village Specific Plan Amendment (Main Street Promenade), the concerns regarding convenient access to the existing businesses south of Broadway on Main Street remain. In response to that concern, the team proposed improvement phasing that would allow for a portion of the improvements to be implemented to accommodate more efficient vehicle parking, enhanced sidewalk areas in front of the businesses and eventually, the relocation of the Main Street bus stop to Broadway. The final phase of the intersection improvements would happen upon the redevelopment of the block consistent with the Downtown Village Specific Plan.

City Departments were asked to review and comment on the project and most comments have been addressed. However, the team was not in full agreement regarding park lighting. The Sheriff Department recommends that lighting be included, although lighting may also encourage vandalism or other unwanted behaviors. Other concerns were focused on potential light trespass for neighboring properties. Recent vandalism to the lighting fixtures at the existing promenade emphasize the need for vandal resistant lighting. Careful lighting design and fixture selection can address most design issues related to light trespass, but vandalism may be more difficult to solve. Staff requests that the City Council deliberate on lighting concepts (street standards and pedestrian level) for the entire length of the park and provide direction to the consultant and staff.

The proposed concept is included in the staff report (**Attachment C**) and the consultant will present additional information during the City Council meeting.

Attachment A

Housing Related Park Grant

The City of Lemon Grove has been awarded a grant to provide additional play equipment and a bocce ball court (or similar) at the Main Street Promenade that were eliminated from the original park design because of funding. The grant also includes funds for the Skate Park expansion and funds to construct a segment of the Connect Main Street park. When asked what the Working Group would recommend, the Working Group noted that it would be valuable to focus on elements that would provide good exposure of the project (highly visible and with a high expectation of use) or to provide a continuous pedestrian path (temporary or permanent). Because the grant was not fully funded (original park request was \$409,700 and actual award minus the other features is \$279,000), staff requests additional direction from the City Council regarding priorities or goals that should be considered when selecting the Connect Main Street segment or element.

Next Steps

The feedback from the City Council on the proposed concept will be incorporated into the final concept for the General Plan Amendment.

The grant and consultant obligations specify that the project would likely include revisions to the Mobility Plan, but may also include revisions to the Health Element, Conservation and Recreation Element, Community Development Element, STA II discussion, and Bicycle Master Plan. Environmental Mitigation measures are to be identified and included into the proposed General Plan Amendment in compliance with the California Environmental Quality Act (CEQA). A draft phasing schedule identifying interrelated phases, required order of construction (if any), independent segments, future construction permitting requirements, preliminary construction and maintenance costs, implementation plan, and potential funding sources will be addressed with the General Plan Amendment.

The General Plan Amendment and final concept will provide the guidance for the development of construction documents, cost estimates and phasing of the development. The consultant is required to prepare preliminary Engineering and Design documents, a conceptual landscape plan, utilizing base map documentation (30% horizontal and vertical).

After obtaining additional feedback from the City Council on preferred goals for a segment or element to be improved by the Housing Related Parks grant funds, staff will accelerate the completion of the construction documents required to construct that segment or element.. Staff will then pursue construction bids for the project and return to City Council for contract award.

The project is on schedule.

Conclusion:

Staff recommends that the City Council review, consider and comment on the proposed concept; accept the proposed concept and refer a General Plan Amendment to the Planning Commission or the Community Advisory Commission for a public hearing.

Excerpt from Original SANDAG Grant Application

Project Goal:

The over-riding goal of the project is to plan for a north/south open space area for use as a travel way in a park setting for pedestrians and bicyclists while maintaining utility maintenance and emergency access spanning the length of the City connecting the residential neighborhoods in the central and southern areas of the City with the Massachusetts's and the Lemon Grove Trolley Stations and commercial/civic core of the City.

Project Objectives:

This goal will be achieved by the following objectives:

1. Create a multi-modal, multi-use public facility.

The purpose of this planning project is to expand on the existing Promenade concept by developing efficient, comfortable and fun urban spaces using underutilized spaces by repurposing existing rights-of way. The project is not only expected to consider community needs for outdoor spaces such as pocket parks, seating areas, public art, community gardens, farmer's markets, but also to improve infrastructure such as drainage facilities, placing overhead utilities underground (if any), creating more efficient maintenance access and increasing safety and security. These spaces are to be integrated into the existing urban fabric establishing a sense of place, providing a destination and activity center for users, adjacent residents, and the general public.

2. Encourage transit, pedestrian and bicycle trips.

The current public right-of-way of Main Street is not a completely improved street. Although in some segments there is separation between pedestrians, bicyclist and vehicular travel; this separation is intermittent and confusing. The adaptive re-use of certain roadway segments and the revitalization of other segments are meant to create a system that contains vehicular separated (where it is needed), pedestrian- and bicycle-oriented travel way. The hierarchy of users must be reconsidered where vehicle use is not required and particularly where the roadway can be designed to serve only pedestrian/bicycle travel and special activities (recreational, gathering, events). A direct connection to two Lemon Grove trolley stations is created and will serve a large residential population of Lemon Grove (located within 1,000' of the alignment). The promenade extension also intersects four major east/west streets in Lemon Grove providing future opportunities to further improve the overall pedestrian connectivity in the City.

3. Improve internal mobility.

The Promenade would provide a significant boost to the "quality of life" by providing a recreational amenity with close proximity to significant portions of the residential

Attachment B

areas of Lemon Grove with a multitude of destination choices. The proposed project would create the ability for residents and commuters to safely walk, run, bicycle, exercise, and play uninterrupted by vehicles or barriers. Where redirection of vehicle traffic is advantageous to the goals, the design should ensure that circulation patterns do not create unacceptable conflict or delays. Where access to adjacent private properties must be maintained, driveway designs may be considered to reduce vehicle dominance, provide more green open space and create opportunities for other community activities. The access must be designed to ensure continued property use and emergency access.

4. Enhance sense of place.

The “sense of place” has a combination of recognized elements (aesthetically pleasing public places, identifiable landmarks and focal points, and a human element) that nurture and imprint the sense of place. The Extension has the potential to organize these elements and produce them in an urban milieu where they do not currently exist. The on-going success of open green space, seating areas, play or recreational equipment, lighting, public art, gathering spaces is dependent on what place the community desires and will support throughout the years. Community input is essential to ensure the appropriate place is created and to ensure continued use and pride in place.

V. Scope of Work

The City expects the following list of tasks (not necessarily in order) related to the development of a plan for its Main Street Promenade Extension Project to be prepared and/or conducted by the consultant team. The Extension Project Working Group will provide review and comment at appropriate decision points within these tasks.

1. Community Outreach – Community outreach is to be implemented for all workshops, meetings, public hearings and other methods proposed by the consultant team. Generate a presence on the City’s website, in social media, articles in the newsletter, direct mailings to individuals and civic and public interest groups. Conduct workshops and/or surveys to obtain input, gain knowledge and solicit feedback and other methods as proposed by the consultant team. Staff foresees a minimum of two workshops (not including public hearings at Planning Commission and City Council).
2. Data Collection – Document existing conditions. A base map must be generated and will be a compilation of data obtained from but not limited to: records research, land survey, interviews with stakeholders (MTS, SANDAG, property owners, easement holders, utility companies, City staff, etc.). The base map shall include the following illustrated information to be submitted to the City in AutoCAD format and D Sheets:
 - Property and right of way lines described with metes and bounds.

Exhibit A

Included in City Council Packets

Available for Public Review at City Hall